106TH CONGRESS 1ST SESSION

H. R. 3490

To amend the Internal Revenue Code of 1986 to clarify the status of professional employer organizations and to promote and protect the interests of professional employer organizations, their customers, and workers.

IN THE HOUSE OF REPRESENTATIVES

NOVEMBER 18, 1999

Mr. PORTMAN (for himself and Mr. CARDIN) introduced the following bill; which was referred to the Committee on Ways and Means

A BILL

- To amend the Internal Revenue Code of 1986 to clarify the status of professional employer organizations and to promote and protect the interests of professional employer organizations, their customers, and workers.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,
 - 3 SECTION 1. SHORT TITLE.
 - 4 This Act may be cited as the "Professional Employer
 - 5 Organization Workers Benefits Act of 1999".
 - 6 SEC. 2. NO INFERENCE.
 - 7 Nothing contained in this Act or the amendments
 - 8 made by this Act shall be construed to create any infer-

1	ence with respect to the determination of who is an em-
2	ployee or employer—
3	(1) for Federal tax purposes (other than the
4	purposes set forth in the amendments made by sec-
5	tion 3), or
6	(2) for purposes of any other provision of law.
7	SEC. 3. CERTIFIED PROFESSIONAL EMPLOYER ORGANIZA
8	TIONS.
9	(a) Employment Taxes.—Chapter 25 of the Inter-
10	nal Revenue Code of 1986 (relating to general provisions
11	relating to employment taxes) is amended by adding at
12	the end the following new section:
13	"SEC. 3511. CERTIFIED PROFESSIONAL EMPLOYER ORGANI-
14	ZATIONS.
15	"(a) General Rules.—For purposes of the taxes
16	imposed by this subtitle—
17	"(1) a certified professional employer organiza-
18	tion shall be treated as the employer (and no other
19	person shall be treated as the employer) of any work
20	site employee performing services for any customer
21	of such organization, but only with respect to remu-
22	neration remitted by such organization to such work
23	site employee, and

1	"(2) the exemptions and exclusions which would
2	(but for paragraph (1)) apply shall apply with re-
3	spect to such taxes imposed on such remuneration.
4	"(b) Secondary Customer Liability for Em-
5	PLOYMENT TAXES.—
6	"(1) In general.—Notwithstanding subsection
7	(a), if—
8	"(A) as of the date any payment of taxes
9	imposed by this subtitle is due, the certified
10	professional employer organization does not
11	meet the requirements of paragraph (3),
12	"(B) the customer has not made adequate
13	payments to the certified professional employer
14	organization pursuant to the service contract
15	under this subtitle with respect to work site em-
16	ployees performing services for such customer,
17	or
18	"(C) in accordance with regulations pre-
19	scribed by the Secretary, the Secretary deter-
20	mines that the application of this subsection to
21	a class of customers which includes such cus-
22	tomer is appropriate to prevent an undue and
23	large risk with respect to the ultimate collection
24	of taxes under this subtitle,

1	the customer shall, subject to paragraph (2), also be
2	liable for any payment under this subtitle which the
3	organization is required to make under this section.
4	"(2) Special rule.—The Secretary shall not
5	take any action against the customer with respect to
6	liability under paragraph (1) until after 45 days—
7	"(A) after notice and demand by the Sec-
8	retary against the certified professional em-
9	ployer organization for taxes due under this
10	subtitle, or
11	"(B) in the case of a failure to file a re-
12	turn with respect to such taxes, after such re-
13	turn was due.
14	"(3) Requirements.—
15	"(A) In general.—An organization meets
16	the requirements of this paragraph with respect
17	to a payment if—
18	"(i) the organization meets—
19	"(I) the net worth requirements
20	of subparagraph (B) as of the last
21	day of both the fiscal quarter of the
22	fiscal year of the organization in
23	which the payment is due and the pre-
24	ceding quarter, or

1	"(II) the bond requirements of
2	subparagraph (C) at all times during
3	the fiscal quarter in which the pay-
4	ment is due, and
5	"(ii) the organization provides to the
6	Secretary an examination level attestation
7	from an independent certified public ac-
8	countant not later than the last day of the
9	second month beginning after the end of
10	the calendar quarter in which the payment
11	is due that there is no material reason to
12	question the organization's assertions with
13	respect to the adequacy of Federal employ-
14	ment tax payments for such calendar quar-
15	ter.
16	"(B) Net worth.—The requirements of
17	this subparagraph are as follows:

"If number of work site em- Its net worth must be at least: ployees is:

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Less than 500	\$50,000.
500 or more but less than 1,500	\$100,000.
1,500 or more but less than 2,500	\$150,000.
2,500 or more but less than 4,000	\$200,000.
4,000 or greater	\$250,000.

"(C) Bond.—An organization meets the requirements of this subparagraph if such organization posts a bond for the payment of taxes under this subtitle in a form acceptable to the Secretary and in an amount equal to the

1 amount described in subparagraph (B) with re-2 spect to such organization. "(D) FAILURE TO FILE.—If the certified 3 4 professional employer organization fails to file 5 the attestation required by subparagraph (A)(ii) 6 with respect to a particular quarter, then the 7 requirements of this paragraph with respect to 8 such failure shall be treated as not satisfied for 9 the period beginning on the due date for such 10 attestation and ending on the first day of the 11 first calendar quarter following two consecutive 12 calendar quarters (beginning after the failure) 13 for which such attestation requirement is met. 14 "(E) EXCLUSION OF GOODWILL AND 15 OTHER INTANGIBLES.—For purposes of this 16 paragraph, net worth shall be determined with-17 out regard to goodwill and other intangibles. 18 "(4) Successor employer status.—For pur-19 poses of sections 3121(a) and 3306(b)(1)— "(A) a certified professional employer or-20 21

"(A) a certified professional employer organization entering into a service contract with a customer with respect to a work site employee shall be treated as a successor employer and the customer shall be treated as a predecessor employer, and

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1	"(B) a customer whose service contract
2	with a certified professional employer organiza-
3	tion is terminated with respect to a work site
4	employee shall be treated as a successor em-
5	ployer and the certified professional employer
6	organization shall be treated as a predecessor
7	employer.
8	"(c) Liability With Respect to Individuals
9	PURPORTED TO BE WORK SITE EMPLOYEES.—
10	"(1) General rules.—Solely for purposes of
11	its liability for the taxes imposed by this subtitle—
12	"(A) the certified professional employer or-
13	ganization shall be treated as the employer of
14	any individual (other than a work site em-
15	ployee) who is performing services covered by a
16	contract meeting the requirements of section
17	7705(d)(2)(F), but only with respect to remu-
18	neration remitted by such organization to such
19	individual, and
20	"(B) the exemptions and exclusions which
21	would (but for subparagraph (A)) apply shall
22	apply with respect to such taxes imposed on
23	such remuneration.

- 1 "(2) Liability.—Paragraph (1) shall not be
- 2 construed to relieve liability of any other individual
- 3 or entity for such taxes.
- 4 "(d) Special Rule For Related Party.—Sub-
- 5 sections (a) and (b) shall not apply in the case of a cus-
- 6 tomer which bears a relationship to a certified professional
- 7 employer organization described in section 267(b) or
- 8 707(b). For purposes of the preceding sentence, such sec-
- 9 tions shall be applied by substituting '10 percent' for '50
- 10 percent'.
- 11 "(e) Regulations.—The Secretary shall prescribe
- 12 such regulations as may be necessary or appropriate to
- 13 carry out the purposes of this section, including—
- 14 "(1) rules for the appropriate allocation (includ-
- ing on a pro rata basis) of payments of taxes made
- by professional employee organizations among cus-
- tomers also liable for such taxes, and
- 18 "(2) rules for applying this section to profes-
- sional employee organizations which are not in exist-
- 20 ence for quarters preceding the quarter in which a
- service contract under section 7705(d)(2)) is in ef-
- 22 fect.".
- 23 (b) Employee Benefits.—Section 414 of such
- 24 Code (relating to definitions and special rules) is amended
- 25 by adding at the end the following new subsection:

1	"(v) Certified Professional Employer Organi-
2	ZATIONS.—
3	"(1) Plans maintained by certified pro-
4	FESSIONAL EMPLOYER ORGANIZATIONS.—
5	"(A) In general.—Except as otherwise
6	provided in this subsection, if a certified profes-
7	sional employer organization establishes or
8	maintains a plan to provide employee benefits
9	to work site employees, then, for purposes of
10	applying the provisions of this title applicable to
11	such benefits—
12	"(i) such plan shall be treated as a
13	single employer plan established and main-
14	tained by the organization,
15	"(ii) the organization shall be treated
16	as the employer of the work site employees
17	eligible to participate in the plan, and
18	"(iii) the portion of such plan covering
19	work site employees shall not be taken into
20	account in applying such provisions to the
21	remaining portion of such plan or to any
22	other plan providing employee benefits
23	(other than to work site employees).
24	"(B) Special exceptions in applying
25	RULES TO BENEFITS.—

1	"(i) In General.—In applying any
2	requirement listed in clause (iii)—
3	"(I) the portion of the plan es-
4	tablished by the certified professional
5	employer organization which covers
6	work site employees performing serv-
7	ices for a customer shall be treated as
8	a separate plan of the customer (in-
9	cluding for purposes of any disquali-
10	fication or correction),
11	"(Π) the customer shall be treat-
12	ed as establishing and maintaining
13	the plan, as the employer of such em-
14	ployees, and as having paid any com-
15	pensation remitted by the certified
16	professional employer organization to
17	such employees under the service con-
18	tract entered into under section
19	7705(d), and
20	"(III) a controlled group that in-
21	cludes a certified professional em-
22	ployer organization shall not include
23	in the controlled group any work site
24	employees performing services for a
25	customer.

1	For purposes of subclause (III), all persons
2	treated as a single employer under sub-
3	sections (b), (c), (m), and (o) shall be
4	treated as members of the same controlled
5	group.
6	"(ii) Self-employed individ-
7	UALS.—A work site employee who would
8	be treated as a self-employed individual (as
9	defined in section 401(c)(1)), a disqualified
10	person (as defined in section 4975(e)(2)),
11	or a shareholder-employee (as defined in
12	section $4975(f)(6)(C)$, but for the rela-
13	tionship with the certified professional em-
14	ployer organization, shall be treated as a
15	self-employed individual for purposes of de-
16	termining eligibility for employee benefit
17	plans maintained by such certified profes-
18	sional employer organization.
19	"(iii) Listed requirements.—The
20	requirements listed in this clause are—
21	"(I) Nondiscrimination.—Sec-
22	tions 79(d), 105(h), 125(b), 127(b),
23	129(d), 132(j)(1), 274(j)(3)(B),
24	401(a)(4), 401(a)(17), 401(a)(26),

1	401(k)(3), 401(m)(2), 410(b), 414(q),
2	415, 416, 422, 423(b), and 505(b).
3	"(II) Size.—Sections 220,
4	401(k)(11), 401(m)(10), 408(k), and
5	408(p).
6	"(III) ELIGIBILITY.—Section
7	401(k)(4)(B).
8	"(2) Plans maintained by customers of
9	CERTIFIED PROFESSIONAL EMPLOYER ORGANIZA-
10	TIONS.—If a customer of a certified professional em-
11	ployer organization provides (other than through
12	such organization) any employee benefits, then with
13	respect to such benefits—
14	"(A) work site employees of the organiza-
15	tion who perform services for the customer shall
16	be treated as leased employees of such cus-
17	tomer,
18	"(B) such customer shall be treated as a
19	recipient for purposes of subsection (n), and
20	paragraphs (4) and (5) of subsection (n) shall
21	not apply for such purposes, and
22	"(C) with respect to such work site em-
23	ployees, sections 105(h), 403(b)(12), 422, and
24	423 shall be treated as a benefit listed in sub-
25	section $(n)(3)(C)$.

"(3) Rules applicable to plans maintained by certified professional employer organizations and plans maintained by their customers.—

"(A) SERVICE CREDITING FOR PARTICIPATION AND VESTING PURPOSES.—In the case of a plan maintained by a certified professional employer organization or a customer, for purposes of determining a work site employee's service for eligibility to participate and vesting under sections 410(a) and section 411, rules similar to the rules of paragraphs (1) and (3) of section 413(c) shall apply to service for the certified professional employer organization and customer.

"(B) Compensation.—

"(i) IN GENERAL.—Except as provided in clause (ii), for purposes of subsection (s) and section 415(c)(3), or other comparable provisions of this title based on compensation which affects employee benefit plans, compensation received from the customer with respect to which the work site employee performs services shall be taken into account together with com-

1	pensation received from the certified pro-
2	fessional employer organization.
3	"(ii) Exception.—For purposes of
4	applying sections 404 and 412 to a plan
5	maintained by a certified professional em-
6	ployer organization, only compensation re-
7	ceived from the certified professional em-
8	ployer organization shall be taken into ac-
9	count.
10	"(4) Special rules where multiple
11	PLANS.—
12	"(A) In general.—For purposes of ap-
13	plying section 415 with respect to a plan main-
14	tained by a certified professional employer orga-
15	nization, the organization and customers of
16	such organization shall be treated as a single
17	employer, except that if plans are maintained
18	by a certified professional employer organiza-
19	tion and a customer with respect to a work site
20	employee, any action required to be taken by
21	such plans shall be taken first with respect to
22	the plan maintained by the customer.
23	"(B) Minimum benefit.—If a minimum
24	benefit is required to be provided under section
25	416, such benefit shall, to the extent possible,

1 be provided through the plan maintained by the 2 certified professional employer organization. 3 "(5) TERMINATION OF SERVICE CONTRACT BE-4 TWEEN CERTIFIED PROFESSIONAL EMPLOYER ORGA-5 NIZATION AND CUSTOMER.— 6 "(A) IN GENERAL.— 7 "(i) TREATMENT SUCCESSOR OF8 PLAN.—If a service contract between a 9 customer and a certified professional em-10 ployer organization is terminated and work 11 site employees of the customer were cov-12 ered by a plan maintained by the organiza-13 tion, then, except as provided in regula-14 tions, any plan of a certified professional 15 employer organization or the customer 16 which covers such work site employees 17 shall be treated as a successor plan. 18 TREATMENT ASSEVERANCE 19 FROM **EMPLOYMENT** AND **SEPARATION** 20 FROM SERVICE.—If a service contract be-21 tween a customer and a certified profes-22 sional employer organization is terminated, 23 and there is no plan treated as a successor

plan under clause (i), then such termi-

nation shall be treated as a severance from

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1	employment and a separation from service
2	of each work site employee of such cus-
3	tomer.
4	"(B) DISTRIBUTION RULES APPLICABLE
5	TO SUBPARAGRAPH (A)(ii).—In any case to
6	which subparagraph (A)(ii) applies, the certified
7	professional employer organization plan may
8	distribute—
9	"(i) during the 2-year period begin-
10	ning on the date of such termination (in
11	accordance with plan terms) only—
12	"(I) elective deferrals,
13	"(II) qualified nonelective con-
14	tributions (within the meaning of sec-
15	tion $401(m)(4)(C)$, and
16	"(III) matching contributions de-
17	scribed in section $401(k)(3)(D)(ii)(I)$,
18	of former work site employees associated
19	with the terminated customer only in a di-
20	rect rollover described in section
21	401(a)(31), and
22	"(ii) after such 2-year period,
23	amounts in such plan in accordance with
24	plan terms.".

1	(c) Certified Professional Employer Organi-
2	ZATION DEFINED.—Chapter 79 of such Code (relating to
3	definitions) is amended by adding at the end the following
4	new section:
5	"SEC. 7705. CERTIFIED PROFESSIONAL EMPLOYER ORGANI-
6	ZATIONS.
7	"(a) In General.—For purposes of this title, the
8	term 'certified professional employer organization' means
9	a person who applies to be treated as a certified profes-
10	sional employer organization for purposes of sections
11	414(v) and 3511 and who has been certified by the Sec-
12	retary as meeting the requirements of subsection (b).
13	"(b) Certification.—A person meets the require-
14	ments of this subsection if such person—
15	"(1) demonstrates that such person (and any
16	owner, officer, and such other persons as may be
17	specified in regulations) meets such requirements as
18	the Secretary shall establish with respect to tax sta-
19	tus, background, experience, business location, and
20	annual financial audits,
21	"(2) represents that it will provide the Sec-
22	retary within 6 months after the close of each fiscal
23	year of such person ending after certification pursu-
24	ant to this section with an opinion of an independent
25	certified public accountant as to whether the cer-

- tified professional employer organization's financial
 statements are presented fairly in accordance with
 generally accepted accounting principles,
 - "(3) represents that it will satisfy such reporting obligations as may be imposed by the Secretary,
 - "(4) represents that it will maintain a qualified plan (as defined in section 408(p)(2)(D)(ii)) or an arrangement to provide simple retirement accounts (within the meaning of section 408(p)) which benefit at least 95 percent of all its work site employees, and
- "(5) agrees to notify the Secretary in writing of any change that affects the continuing accuracy of any representation or information which was previously made or provided.
- 16 "(c) Suspension and Revocation Authority.—
- 17 The Secretary may suspend or revoke a certification of
- 18 any person under subsection (b) for purposes of section
- 19 414(v) or 3511, or both, if Secretary determines that such
- 20 person is not satisfying the requirements or representa-
- 21 tions of subsection (b) or fails to satisfy applicable report-
- 22 ing, payment, or deposit requirements.
- 23 "(d) Work Site Employee.—For purposes of this
- 24 title—

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1	"(1) In general.—The term work site em-
2	ployee' means, with respect to a certified profes-
3	sional employer organization, an individual who—
4	"(A) performs services for a customer pur-
5	suant to a contract which is between such cus-
6	tomer and the certified professional employer
7	organization and which meets the requirements
8	of paragraph (2), and
9	"(B) performs services at a work site
10	meeting the requirements of paragraph (3).
11	"(2) Service contract requirements.—A
12	contract meets the requirements of this paragraph
13	with respect to an individual performing services for
14	a customer if such contract is in writing and pro-
15	vides that the certified professional employer organi-
16	zation shall—
17	"(A) assume responsibility for payment of
18	wages to the individual, without regard to the
19	receipt or adequacy of payment from the cus-
20	tomer for such services,
21	"(B) assume responsibility for reporting,
22	withholding, and paying any applicable taxes
23	under subtitle C, with respect to the individ-
24	ual's wages, without regard to the receipt or

1	adequacy of payment from the customer for
2	such services,
3	"(C) assume responsibility for any em-
4	ployee benefits which the service contract may
5	require the certified professional employer orga-
6	nization to provide, without regard to the re-
7	ceipt or adequacy of payment from the cus-
8	tomer for such services,
9	"(D) assume shared responsibility with the
10	customer for firing the individual and for re-
11	cruiting and hiring any new worker,
12	"(E) maintain employee records relating to
13	the individual, and
14	"(F) agree to be treated as a certified pro-
15	fessional employer organization for purposes of
16	sections 414(v) and 3511 with respect to such
17	individual.
18	"(3) Work site coverage requirement.—
19	"(A) In general.—The requirements of
20	this paragraph are met with respect to an indi-
21	vidual if at least 85 percent of the individuals
22	performing services for the customer at the
23	work site where such individual performs serv-
24	ices are subject to one or more contracts with

1	the certified professional employer organization
2	which meet the requirements of paragraph (2).
3	"(B) Special rules.—For purposes of
4	subparagraph (A)—
5	"(i) Work site.—The term 'work
6	site' means a physical location at which an
7	individual generally performs service for
8	the customer or, if there is no such loca-
9	tion, the location from which the individual
10	receives job assignments from the cus-
11	tomer.
12	"(ii) Contiguous locations.—For
13	purposes of clause (i), work sites which are
14	contiguous locations shall be treated as a
15	single physical location.
16	"(iii) Noncontiguous locations.—
17	For purposes of clause (i), noncontiguous
18	locations shall be treated as separate work
19	sites, except that each work site within a
20	reasonably proximate area must satisfy the
21	85 percent test under subparagraph (A)
22	for the individuals performing services for
23	the customer at such work site. In deter-
24	mining whether noncontiguous locations

1	are reasonably proximate, all facts and cir-
2	cumstances shall be taken into account.
3	"(iv) Work sites 35 miles or more
4	APART.—Any work site which is separated
5	from all other customer work sites by at
6	least 35 miles shall not be treated as rea-
7	sonably proximate under clause (iii).
8	"(v) Different industry.—A work
9	site shall not be treated as reasonably
10	proximate to another work site under
11	clause (iii) if the work site operates in a
12	different industry or industries or for a
13	different business purpose from such other
14	work site as determined by the Secretary.
15	"(e) Employer Aggregation Rules.—
16	"(1) In general.—For purposes of sub-
17	sections (b)(4) and (d), all persons treated as a sin-
18	gle employer under subsections (b), (c), (m), or (o)
19	of section 414 shall be treated as one person.
20	"(2) Qualified plans.—For purposes of sub-
21	section (b)(4)—
22	"(A) a qualified plan (as defined in section
23	408(p)(2)(D)(ii)) which is maintained by, or an
24	arrangement to provide a simple retirement ac-
25	count (within the meaning of section 408(p))

- 1 to, a customer with respect to a work site em-
- 2 ployee performing services for such customer
- 3 shall be treated as if it were maintained by the
- 4 applicant, and
- 5 "(B) work site employees who do not meet
- 6 the minimum age and service requirements of
- 7 section 410(a)(1)(A) (or who are excludable
- 8 from consideration under section 410(b)(3))
- 9 shall not be taken into account.
- 10 "(f) Determination of Employment Status.—
- 11 Except to the extent necessary for purposes of sections
- 12 414(v) or 3511, nothing in this section shall be construed
- 13 to affect the determination of who is an employee or em-
- 14 ployer for purposes of this title.
- 15 "(g) Regulations.—The Secretary shall prescribe
- 16 such regulations as may be necessary or appropriate to
- 17 carry out the purposes of this section and sections 414(v)
- 18 and 6503(k).".
- 19 (d) Conforming Amendment.—Section 6503 of
- 20 such Code is amended by redesignating subsection (k) as
- 21 subsection (l) and by inserting after subsection (j) the fol-
- 22 lowing new subsection:
- 23 "(k) Extension in Case of Customers With Li-
- 24 ABILITY.—With respect to any liability of a customer
- 25 under section 3511(b), the period of limitation for the as-

- 1 sessment of any tax imposed under subtitle C shall not
- 2 expire before the date which is one year after the date
- 3 it would otherwise expire.".
- 4 (e) Clerical Amendments.—
- 5 (1) The table of sections for chapter 25 of such
- 6 Code is amended by adding at the end the following
- 7 new item:
 - "Sec. 3511. Certified professional employer organizations.".
- 8 (2) The table of sections for chapter 79 of such
- 9 Code is amended by inserting after the item relating
- to section 7704 the following new item:
 - "Sec. 7705. Certified professional employer organizations.".
- 11 (f) Reporting Requirements and Obliga-
- 12 TIONS.—The Secretary of the Treasury shall develop such
- 13 reporting and recordkeeping rules, regulations, and proce-
- 14 dures as the Secretary determines necessary or appro-
- 15 priate to ensure compliance with the amendments made
- 16 by this Act with respect to entities applying for certifi-
- 17 cation as certified professional employer organizations or
- 18 entities that have been so certified. Such rules shall re-
- 19 quire the certified professional employer organizations to
- 20 report to customers whether they have filed the attesta-
- 21 tions required by section 3511(b)(3) of the Internal Rev-
- 22 enue Code of 1986 (as added by this section). Such rules
- 23 shall, however, be designed in a manner which streamlines,
- 24 to the extent possible, the application of requirements of

- 1 such amendments, the exchange of information between
- 2 a certified professional employer organization and its cus-
- 3 tomers, and the reporting and record keeping obligations
- 4 of the certified professional employer organization.
- 5 (g) Effective Dates.—
- 6 (1) IN GENERAL.—The amendments made by
 7 this Act shall take effect on the later of—
- 8 (A) January 1, 2002, or
- 9 (B) the January 1st of the first calendar 10 year beginning more than 12 months after the 11 date of the enactment of this Act.
 - (2) CERTIFICATION PROGRAM.—The Secretary of the Treasury shall establish the certification program described in section 7705(b) of the Internal Revenue Code of 1986 not later than 3 months before the effective date determined under paragraph (1).
 - (3) Transition issues.—Subject to such conditions as the Secretary of the Treasury may prescribe, employee benefit plans in existence on the date of the enactment of this Act shall not be treated as failing to meet the requirements of the Internal Revenue Code of 1986 merely because such plans were maintained by an organization prior to such organization becoming a certified professional

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- 1 employer organization (as defined by section 7705 of
- 2 such Code (as added by section 3 of this Act)).

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